COPYRIGHT ROYALTY TRIBUNAL

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In the matter of: 5

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COMPULSORY LICENSE FOR SECONDARY

TRANSMISSIONS BY CABLE SYSTEMS

ROYALTY ADJUSTMENT PROCEEDING

2100 K Street, N.W.

Room 610

Washington, D.C. .

Monday, October 6, 1980.

:CRT. Docket 80-3

The hearing in the above-entitled matter commenced

at 10:00 a.m., pursuant to notice.

BEFORE:

MARY LOU BURG, Chairman

THOMAS C. BRENNAN, Commissioner

CLARENCE L. JAMES, JR., Commissioner

FRANCE GARCIA, Commissioner

ORIGINAL

APPEARANCES:

FRITZ ATTAWAY, Attorney-at-Law
ROBERT GARRETT, Attorney-at-Law
Counsel for Copyright Owners

STUART F. FELDSTEIN, Attorney-at-Law Counsel for NCTA

BENJAMIN L. ZELENKO, Attorney-at-Law Counsel for ASCAP

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3 <u>WITNESS:</u> <u>Direct Cross Redirect Recross</u>
4 RICHARD E. YOUNG

by Mr. Feldstein 4 49

by Mr. Attaway . 30

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Whereupon,

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CHAIRMAN BURG: On the record.

RICHARD E. YOUNG

was called as a witness and, having been previously duly sworn, was examined and testified as follows:

CHAIRMAN BURG: Mr. Feldstein, thank you for getting We thank you for coming back again, Mr. Young. your witness in.

DIRECT EXAMINATION

BY MR. FELDSTEIN:

Mr. Young. Would you state your full name, the Q company you are with, your position?

Richard E. Young, Vice President of Communications for the Times Mirror Cable Television Company.

Can you tell us how your job relates to the prepara-Q tion and presentation of rate increases?

My department, which is a small department, handles presentation of the rate cases for all of our companies which includes 175 franchises distributed among 41 systems in 14 states currently.

How long have you been doing this job, Mr. Young?

Really, since 1971. Soon after I joined the company, I began handling rate increases for the company. If I might explain a part of my background at this point?

Please do. Q

When I joined Time Mirror Company in '71, I was a city

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councilman in a city adjacent to one of the television companies' franchise systems in a small suburb of Los Angeles. That background caused me to gravitate towards handling more and more of the company's general presentation work and dealing with franchise authorities, state city counsel, whatever matter we had that related to local government.

Included in that was franchise renewals and problems of service, whatever might cause the company to be before a local body.

You testified, Mr. Young, that you were a city official in the suburb. Therefore, you were a regulator. Perhaps, you can shed some light by making some observations on the approach a City Council might take to a business like cable television?

Well, in the first few days of being in the cable business, it really was a business I had no posture to before. I was not surprised as a counselor that a company was granted a franchise by the local government, than government had control over standards of services and billing practices.

I was dismayed to learn they controlled the company's I felt in my experience as a counselor that was improper and unsatisfactory forum to handle a business, particularly like cable television, which is primarily entertainment.

It is certainly not a utility service. I never felt it was a utility service although it is typically the reaction by the counsel that is a utility service. Handling rate cases

for almost 10 years probably for the over 175 companies we acquired a company in 1979. I, personally, may never get to all of them. I have approached 100 different cities. In many of those times nothing has changed my mind that the city counsel is not the right forum for handling the companies' rates.

Q Let me ask you a little about the size and characteristics of the company for which you work. Can you tell us the size of the company and the growth of the company between October '76 and April 1980?

A We did not own communications property in '76, I went back to their records. At that time, their subscribers at Times Mirror would have been 368,000. Currently, April of this year, it was 507,000. So, we have had a 38 percent increase in subscribers during that period of time.

Q The company that you purchased in 1979, that was communications property; is that correct?

- A That is correct.
- Q So Times Mirror purchased communications property?
- A Yes.
- Q Those are the two companies which are now one?
- A Yes.
- Q Can you tell us the breakdown of the system size in terms of your copyright filing by form?
- A Form 1 which is the smaller system or 11 form 2, 11, 16 and 38.

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Q Would you please relate for us the rate regulation statistics as they affect the systems owned by the company?

A Five are under what we in industry are inclined to look at as desirable but which in a strong sense are the most strict regulation at all. Local government decided we may have a fixed percentage of the consumer price index, a change in the consumer price index. We have five like that. Lafayette plus Lafayette West, Indiana.

They are at 30 percent of the consumer price index. That was a communications property system. That was done in 1977 but I am not certain.

It seems to me it was in '77. Three are at 60 percent of the consumer price index of the one the change may only be implemented every two and a half years. I call it a negative compound in effect of being delayed and implementing the increase for such a long period of time.

Out of 175 franchises, five are deregulated or regulated on that basis.

- Q How many actually need local government approval?
- A One hundred and three.
- Q How many are ostensibly without regulation?
- A Sixty-seven do specifically not implemented regulation. Some say the City Council has the right to regulate rates and they have chosen to do so. If that was their practice, they would be listed in that group. I know in

looking at this data and talking with our field people, of that 67, 55 are so situated that they are systems that surround small systems or franchises in this case. They are near or adjacent to a larger lead community franchise.

If big town A is regulated on price and small town B, C, and D around it choose to avoid the problems of deregulation by deregulating the rates, we are just by the dictate of trying to maintain a proper public image find it necessary to keep essentially the same rates in place when a situation like that exists. Look at those broadly as deregulated systems just is not the case. Really, only the difference between 55 and 67, 12 or so, are in situations where you can really say the company can set the prices as they see the marketplace would bear.

CHAIRMAN BURG: In that situation, Mr. Young, the rate that is maintained among those contiguous franchises, they put down the higher rate. Or is the high rate pulled up to them?

THE WITNESS: We will elevate those slightly above the regulated town, hopefully, to encourage the regulated town to move to that position.

CHAIRMAN BURG: It depresses the high rate?

THE WITNESS: certainly, it depresses what you could do if the entire group was deregulated. I think the entire industry is below what they could do. We changed the

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regulated up to \$7.50 or \$8 and it ought to be a \$10 business.

CHAIRMAN BURG: If there were no regulations and if the entire industry were deregulated and could you charge in effect whatever the traffic would bear, what is your guess as to how much the subscriber rate would be?

THE WITNESS: It is more of a complicated question today thatn it would be a year or two ago before tiering.

We are talking about different sets of possibilities. We are more in urban markets where we are much more dictated by the marketplace than we have been in the classic systems that were primarily cable television, bread and butter, up until the last couple of years.

What is my average rate? I have never really thought about it. \$7.27. It would have to be 25 percent higher.

BY MR. FELDSTEIN:

Q Thus, as the Chairman has elicited from you, in many of the so-called deregulated communities, are you stating, therefore, they are effectively regulated --

A Yes. In an aroundabout way. The deregulation is only apparent deregulation but not in fact.

Q Of your 175 franchises you are only talking about 12 that are truly in your mind deregulated?

A Yes, where we are free to set the rates at what we believe the marketplace would find acceptable.

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Q Let's talk a bit about your rate request and rate increase experience. Could you, please, relate to the Tribunal what your October '76 to April 1980 companywide experience has been?

A It was interesting having to do this. I had never done anything like that. During that period, 294 price increases were implemented among the 175 systems. In fact, less than that. Nine of the systems were new during that period.

So, the 294 were distributed among something less than 175. Several of the nine had one increase during the period as I recall. Forty-six had three or more increases. Two or more were shared by another 60 systems. That surprised me that there was that high a proprortion of double and triple increases.

I think it encouraged me that we are going where we can be successful with local government in presenting rates.

We have not raised rates 25 cents. The smaller increase we have processed was 45 cents.

We have ended up with less as a result of arbitrated decision on the part of local government.

Q How have your rates behaved on average in the time period in question?

A The rate change at 10-1-76 average rate \$6.22, and April, '80, \$7.27, a 17 percent increase.

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Q You have told us here that you believe that the presence of regulation has kept your rates below what optimally they could be in the absence of regulation; is that correct?

A Yes.

Q Is it true that you are placed in a position of occasionally being delayed or over?

Are there other aspects of regulation in addition to holding down the amount which enter into the picture such as delay and things of that nature?

A Certainly, you get into the problems of what I call the horse trade. You are encouraged by past events in nearby systems or comment from the council to be pushed towards offering new services or rebuilding the plant physically, replacing the equipment in the plant to achieve an increase.

I am dumbfounded. I started to say surprise, for example, communications property practice. They were companies operating on cash flows heavily leveraged. Rate increases were important to us. They were vital to them. They made horse trade, compromises in adding new service that cost new capital and fixed expenses and ongoing expenses that were offset and some benefit from a rate increase.

That could make sense if you could repeat that.

The problem is it becomes a very tough act to follow. You quickly run out of things to do for the system that could encourage the city council to move after 18 months or so.

If you come back the next time and request a semi-increase, my experience with dealing with some of these systems were it had been CPI's practices, you are out of luck. They get the feeling you must have been satisfied with the rates before.

If you want an increase now, you must give us something for us. I originally said it is the wrong forum for it. The city council has not good reason to allow a company to change its place. The company can't come out of business its worth in salvage. The company is going to be there. What will you do if we say no, Mr. Young? It is fun to try to answer. My typical answer, we are giving good service.

Our plant is here. We will continue to give good service. I appeal to your fairness, gentlemen. Sometimes it works. A lot of times that does not. You end up sometimes for years with no rate increase.

We just resolved on in Toronto, Ohio. We are paying \$4.50. That was for good service, well operated and maintained. I was not there but one of my predecessors said when he was there asking for rates, they were flying paper airplanes.

We were in a small town; the City of Los Angeles. We serve them. I have seen the spectrum. I have been before that council. We deal with many, many of them. City Council

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dog barking and things of that nature. There is no reason for them to say yes. Charge the people who are going to vote for me next month or year more money. We hear from the public and the council. Here is a price that we can hold in the face of all the other rising prices in town.

Bread is going up, gas is going up. Let's keep cable where it is. I could not have quoted it more properly.

Those are exactly the words I have heard in American attitude.

COMMISSIONER GARCIA: What is your success ratio?

THE WITNESS: The gentleman asked me that. We don't keep track of denials. In the time period, there was no way to go out and contact local people. I could not guess. When you say success rate, let me add we don't give up.

Typically, what it is instead of taking two or three or four or five months which might seem to be reasonable, you end up with two years. You go back with a new plan and they don't like that.

I asked in—the—Long Island system for \$8 from \$7.25.

I finally got \$8.50 a year and a half later. We agreed to build a half million dollar plant. The fifty was a reaonable rade off. It was not a windfall for the company. We felt it fairly balanced the area of subscriber density; homes passed per mile of plant. That is the key to success in cable television. We wired according to homes per mile of plant.

we asked for.

Q But it took you a long time?

A I am talking about a year and a half beyond the point we expected. It was something like a total of two years and about six or seven trips of mine from California to New York to bring it about.

We effectively, after a year and a half got what

Q You told us about the problems of so-called deregulated systems where there is at least one large regulated system in the area. Is this problem of a lead community true also even where the systems are regulated?

A Yes. There are several answers to that. If you have two cities of similar systems, you get into a whipsaw. You go to one and they say go over there first. They both stand waiting for the other to act.

I have heard real horror stories in the industry like that. We have had some ourselves. Typically, the question he is asking where we have a larger community and several smaller, you are waiting your time to go to the smaller community. They are going to key-off whatever the larger community does.

They would love to be in a position to have you get a rate increase in town A and you ask for the same thing in town B. They give you a nickel or a quarter or dollar less so in their campaign literature they say we saved you a

nickel or so less.

Q In relating the several trips to Long Island and the 175 franchises and the 294 rate increases, what kind of a burden does this put on even a company your size in terms of attempting to obtain increases, the effort that is needed.

Prior to the time we acquired communications property, I had an assistant. He served as our analyst of acquisitions but a good time was spent with me.

At that point, we handled 25 franchiese which were probably on the average somewhat larger than the average franchise we acquired of communications property which had about 150 or something like that. We now have an administrative assistant and a financial guy with a Master's Degree.

We have gone through the planning process for 1981. We budget in August and September for the following five years. We have put together a rate plan for 1981 and to some extent those deferred we don't feel to go to in '81 are scheduled in '82.

We are trying to figure out how to do the work.

It is expensive. I budgeted 40 cross country trips during

1981. I am satisfied we will have to add more to my staff

during that time. The biggest problem is with our 41 systems,

we have 41 people out in the field.

They can go do this work. It does not work.

We tried having local systems managers. Local system managers

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have a broad chore to run an office staff, technicians and installers and deal with the community, unhappy subscribers; to try to expect him to be able to discuss the economics of cable and the financial aspect of cable television and profits just does not work.

We are looking at seminars. Perhaps, business agents in the region. We have five regional offices. That is one way we may go. I am certain we are going to the business concept. The question is pulling them into the rate area.

Q Let me ask you this question since you are discussing the problem of getting a rate increase effort going in a particular community.

How far ahead do you schedule and plan for a rate increase effort? How long does it take you to prepare for this effort in a particular community?

A As I mentioned, we have planned rate increases through '81 into the Fall and the Spring of '82. Those cases will be filed as best we can knowing the history of the town, what has happened in previous cases well enough in advance so we can comfortably meet projected dates and a new rate may be put into affect.

It will vary at the minimum four months to one that we file. You get into this problem of rates were increased a year and a half ago. You apply now. If they take

a year and a half and finally approve a rate, you are limited not to file again a year or a year and a half that you filed the last time. They expect you to come back from a year and a year and a half when they approved the case.

The rubber band gets stretched further and further. It is hard to give you a date or period of time. Rates have taken from one meeting to 50 meetings with the boards and commissions and committees. The State of New York has added four months onto the tierafter the local government approved.

You file it with the state. It is published in a paper and a bunch of monkey shines. I don't think they have ever failed to approve it but after you go through it with the local government you go through it with the State of New York.

Q I will ask you to relate for us some specific examples which exemplify the kinds of problems which one can run into to try to obtain a rate increase from a local authority?

A I picked out some that I think are typical of the kinds of actions that we see. In Del Rio, Texas this year, we applied for a 75 cents increase. From \$7.25 to \$8 in April. Financial data were submitted. Rates were not changed since July of '78. We filed slightly less than two years since the last rates were implemented. Several meetings back and forth, the city staff came back and advised something

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to the effect that the company is making enough profit. They recommend a denial. They gave no real reasons, no financial data. The ity ouncil said we will give them a quarter.

The increase became effective in September. Did you value dow the rate application was made in February to go from \$7.50 to \$8.25. These are signals where almost every system is imported by microwave or common carrier service; a fairly expensive operation, ongoing expenses.

In August after we applied in February, the City Council denied it. Those rates had not been changed since July of '80.

Q July of when?

A '78. I am sorry. Greenport is a small city out of the tip of Long Island. This is a good one. We applied in August of '78. The first meeting considering the application was in May of 1979. They scheduled a public hearing finally after a lot of encouragement in October of 1979.

In January, we wrote a letter. The assistant manager tries to play the game without upsetting the local people who must vote for him. He talked to many by phone. Finally, a letter was sent in January. In March, he was advised by the city clerk that the city's intention was to deny the rate increase.

He advised that he would like to be there. My partner, staff man at that time, went back in April. In

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June, the City Council approved that requested change in rate.

Q June of what year?

A June of 1978. We applied in August of '78 and approved in June of '80. The state improved in September from \$7.25 to \$8.05. I don't know whether the Commission is aware or not. In Connecticut in 1979, I believe the state PUCA or whatever they call them, PUC, had on their own motion directed the staff to consider and develop a plan as to how the copyright payments might be passed through to subscribers.

The staff worked on this. In February they came to the various companies and asked each company to report what a plan of theirs might be.

Q February of this year?

A February, 1980. Whether we would add all of it to the primary rate or the secondary rate, what we thought would be a proper amount. All responded. We were advised they were going through the mechanics and in April or May there would be a new rate for our systems in Connecticut.

Finally, it got to the Commission in August of '80. They said we can't do that. We can't do that. We need a public hearing. The rate denied. Their posture, I think, is if you want to add copy rates we recognize it is a new expense since last copyrate prices were processed in the state. We were talking about 19 cents per month. A rate case in

Connecticut which is like the telephone company going to a public utility commission in the state, CPI processed one back in '77. The local attorneys' fees were \$50,000. You would eat up the first year's proceeds from that copyright pass—through in processing fees for the rate case.

Years ago the City of Los Angeles, I don't remember, 76,I think, we wanted to change rates from \$5 to \$6.50. They had a public utility commission. They studied that for about a year with public hearings.

We appealed. We did not like one of those decisions. We appealed it. I think they approved the change to \$6. That went to a city council subcommittee. It was in the subcommittee six months. We finally got it out of the subcommittee and the rate went into effect in April of 1975. It was approving 18 months.

I recall it was 17 months or 16 and a half months or something like that. In Sacramento, the company filed for, and was denied a rate increase in '76. We expected it to be denied because of past actions by that city. We had filed it in such a manner that we were prepared to go to court and we did so.

We pressed through the court and finally went to the state supreme court. In order for a cable company to prevail, there was no argument that the decision was arbitrary and in fact were complemented by one judge that

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the city council had not given reasons for the denial. The court approved bad faith on the part of the City Council. I am not an attorney and I don't understand what bad faith is.

If all of them lined up and said they did not care and they didn't care what would happen, authority of that it is almost impossible to prove. Our franchise expired. The City Council took the posture your franchise is going to expire in a couple of years, that is the time to change your rates.

That was a pitiful fight. About six months of negotiation which I will call it. We ended up turning the system off to get our franchise renewed properly. The end result was rate increase provision of the 60 percent of the consumer price index each two and a half years.

Escondio, the <u>City Times Marret</u> acquired that system in '71. A rate increase was requested in '72. It was denied. It was requested again in '73. After a year, the increase was approved. Low rate, \$.55. They approved the change to \$5.45; a 90 cents increase. We had asked for \$6.50 whic was a more common rate.

Q That was in 1973, it was granted. It was requested in '73.

A Granted late in the year of December of '73, as I recall. They formed a new body, franchise commission, to handle the rate of cable television, trash, taxi, tow trucks, and those kinds of services. We began meeting with that

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commission continuing on with requests that we made before.

A year later in February of 1976, they approved the case.

Early '76, we went back and spent another year of meeting with them. New rates went into effect in '77.

I think the rate went to \$7.48. With a lot of work, we were being successful there. I was at those meetings twice a month literally from 1973 until the end of 1976. We had a new City Council and thought there might be a flavor, and I tell this to express how we get beat to our news.

I think both the city and we get beat. We requested a deregulation. The City of Sacramento had deregulation a system. We felt it might be a good way to get away from the bad press by tagging something like that. After a year of meetings we were successful in having the Council change their ordinance to permit an annual increase of 60 percent of the consumer price index.

Q Mr. Young, thank you for those examples of problems encountered in the rate incease. Let me move to another line of questioning.

I will ask you are you familiar with the concept of cable television offering tiered service?

A Yes.

Q Does your company offer and/or plan to offer tied basic services?

A Yes. We do provide them.

You do provide some now on your existing system? Α Yes. 2 You are planning or hoping to provide some on 3 new systems; is that correct? 4 Α Yes. 5 In offering those tiered systems, Mr. Young, do 6 you presently offer or are you proposing to offer a universal or free tier of service? 8 To my recollection, we have never in an application 9 even though it might have been unsuccessful every proposed 10 a free service. We have proposed something like \$3.95. 11 think that was Lexington where we were not a winner. 12 Q When you have those inexpensive tiers such 13 as \$3.95, what type of service do you offer? 14 Access channels. Community service channels. Our 15 local origination effort. The school government and public 16 access channel if such. Time. Weather. 17 No broadcast? 18 I do not recall. My recollection is it did not 19 include local broadcastings. 20 In that event, what do you place on the subsequent 21 tiers, in other words, on the second tier? Where would you 22 place the broadcast generals? 23 We have to talk generally because we have many 24 schemes proposed and plans for existing systems. Typically, 25

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in existing systems the existing local systems would probably be included among the lower first, the first 12 channels without a terminal device, a converter or other terminal device. Beyond that, signals from a broader area could be included in the next tier, satellite tiers, turners channel 17, WOR or WGN could be a third tier. Above that, we would be movie services.

Q What kind of a rate or subscriber rate or price do you ask for these subsequent tiers?

A We are just completing rebuilding systems in California in Orange County and offering a new service in a 30 channel system in Long Beach, California that has not carried 30 channels recently.

The tiered service price for those is \$11.45 which sticks in my mind. It seems to me that is the price for the 30 channel service which includes in those areas all Los Angeles signals plus satellite.

Q All broadcasting signals that you carry on the system would be included in the full 30 channel servi-e?

- A That is correct.
- Q At a \$11.45 rate?
- A Yes. That is somewhat higher.
- Q Was that a yes?
- A Yes. I don't want to mislead the Commission. In the newer systems where we are adding tiered services, I think

the same scheme would generally be true but I think the price would be more in the \$8.95, generally, \$9 range for that broader service.

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Are you saying despite the advent of the tiering mechanism, the effective rate for the receipt of all of the broadcast signals is as high or as higher than in your classic system?

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I think that would be true without exception.

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Now in terms of these tiers and marketing these tiers, are you familiar with what your marketing projections

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are for the number of subscribers who might take such tiers

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prior to getting into pay?

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Separate pay, I think Long Beach is an interesting system in California. It is one of the early urban systems which was built. It is yet an area where now, today, 16 channels offer receivable with a \$20 antenna. That system was there in late 1970, start operating in 1970. It enjoyed 16 percent marketing.

We kid about the bright young assistang manager. The turnover is high. Some years we have had as high as 80 percent turnover in subscribers. They are down to 55 percent now. I don't know if the community is more stable or we have reached more people and find more stable people. It was a 12 channel system with pay added. Pay was up to 55 percent of the basic subscribers. That is very, very high. It is

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typical of the kind of penetrations that the urban markets are seeing in older systems that brought pay in after the system was originally established. They have now gone to 30 channels. They have brought in the whistles and bells. 17, Nicholodean, consumer shopping channel. All the things you see in the new franchise proposals.

We are achieving about a fiver percent basic penetration lift through that.

Q Thus, the advent of tiering?

A Yes. Here is where the question about pay is answered. Pay has been there. We have added home box office to showtime which was there for some years. The two issues are separate which get garbled in in new urban markets where everything comes in at one time and you can't separate which is which.

We are contending we will increase basic subscribers by five percent which is an important change in the system.

Q Is there an addition of the mix of cable originated programming with broadcast programming, do you attribute much of this lift in basic to the addition of this kind of so-called cable originated programming, Nicholodean, you mentioned, for example?

A I think 17 is important. The VKPN and the Nicholodean are really different.

Thus, the advent of the tiering in the basic

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service area is causing you to have more subscribers? etp24 1 Yes. 2 In an existing system? 3 Α. Yes. 4 When you do tiering and we have been talking about Q 5 basic tiering, you have also stated that you offer pay services, 6 is that correct? 7 Α Yes. Must a subscriber, what must a subscriber do in 9 terms of tiered service before he is eligible to subscriber 10 to pay services? 11 I am trying to think of others where it is not Α 12 a requisite that a subscriber have the tier service, building 13 block concept. You may subscriber to pay and discount services 14 if you take three. There are discounts then. 15 In Long Beach three or four years ago we offered 16 pay only where somebody could subscriber and put an AB switch 17 on and not have cable. That was \$10 a month plus cable was 18 \$17 or \$18 a month. 19 After a couple of years, we had 200 or 300 sub-20 scribers who took pay only. People will pay for cable 21 television services. 22 Is the company practice at this point, therefore, 23 to require a subscription to the several tiers prior to the 24 ability to purchase pay? 25

A Yes. There are two reasons. One is that increases our revenues. We think it adds service and gives people a more complete service rather than fractionalizing. You have to spend money, is the other. You have to spend money to prevent people from seeing it.

Where you have a full spectrum of services on the cable, more people subscribing, the less hardware is required.

I see a frown on the Chairman's face.

CHAIRMAN BURG: I thought I understood until 30 seconds ago.

THE WITNESS: Let's say, channelling and a tier of Nicholodean and pay. If I wanted to let someone receive pay in the bottom 12, I have to eliminated the middle. Generally, in frequency they are going up. Technical demands. Some device to prevent people from seeing it. If they take it all, I don't need the device. It is that simple.

You have to spend money to charge less. If you wanted to offer pay at a lower price, lower total price without the tier as opposed to with the tier, you would spend money to charge the lower price.

CHAIRMAN BURG: I thought your question was going in another direction, Mr. Feldstein.

MR. FELDSTEIN: No. That concludes my question of the witness.

CHAIRMAN BURG: Let's take a brief recess for the

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reporter and be back in five minutes.

(Recess was taken.)

CHAIRMAN BURG: Back on the record.

COMMISSIONER BRENNAN: Mr. Young, could you give us an average figure for your system of what percentage of the total operating expenditures is devoted to copyright payments?

THE WITNESS: I am sorry. I am not in accounting. COMMISSIONER BRENNAN: Two previous witnesses have mentioned one and a half percent. Does that sound reaonsable?

THE WITNESS: I am trying to think if they were ATC and Warner. I think the statistical distribution of the kind of systems would be similar. We are both classic in the new urban markets. I think they derived that data, ours would be in the same range.

COMMISSIONER BRENNAN: What has happened to your personnel cost since 1976?

THE WITNESS: I can't quote percentages. But, certainly, the cable industry is paying higher rates and faced with serious employee problems throughout the industry right now. I think the employee rates are going to take the biggest jump yet in the next years.

CHAIRMAN BURG: Mr. Attaway.

CROSS-EXAMINATION

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BY MR. ATTAWAY:

Mr. Young, I believe you testified that 12 of your systems are completely regulated; is that correct?

Α Yes.

Q

What is the average subscriber systems, do you know?

> Α No. I do not.

I could derive it. I think I have the data here. I would have to spend 10 minutes going through it.

If you have the rates for those systems, I would be pleased to know that as well.

Could you list those systems for us?

This is the kind of data I would have to go through to pick it out. It is not a number I attempted to select. It would be risky to try to do it here in a few minutes.

Would those systems average \$9, over \$9?

A No.

Less?

Α Yes.

Q I believe you testified that in answer to a question from Ms. Burg, if you were not subject to any kind of regulation, the marketplace would probably just tie rates approximately 25 percent higher than your average rate today; is that correct?

A Yes. I don't believe the \$11 is going to go up 25 percent regulated or not.

Q But your average?

A \$7 quarter--I think I said \$10 is the rate we think we ought to be selling at today. Why are those systems not at \$10?

Q Yes.

A The variety of the plants, the age of the plants, history in that town, had we been more aggressive in rating the rates than CPI was prior to that time; how long has it been deregulated—all kinds of things enter into changes in a town. When we can raise the rates, we raise the rates.

CHAIRMAN BURG: Lest there be some confusion on the various CPIs that we are talking about.

THE WITNESS: When I say "CPI", the company acquired by the Times Mirror Company. This is January of 1979 and was not known as Communications Properties, Incorporated, from Austin, Texas.

MR. FELDSTEIN: I think the Chairman was concerned that you acquired the Consumer Price Index.

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COMMISSIONER BRENNAN: Which your counsel tells us would have been a bad investment.

BY MR. ATTAWAY:

Am I correct in understanding, in 12 systems which are completely free of regulations, you have not been able to achieve subscriber rates in excess of \$9?

Somewhere either at nine or over nine dollars and a quarter. You asked me to remember among 175. less attention to unregulated systems than the regulated because they demand attention. I don't get

On the average, what do you think the subscriber rate would be 25 percent higher than your present average rate of \$7.27. Am I correct in understanding that the 12 systems which are completely unregulated have not been able to achieve that 25 percent increase?

That's correct.

For purely marketplace factors unrelated to regulations?

Perhaps I need to correct the record. If tomorrow, you said the 175 systems were regulated, the day after that, the rates would not be \$10. Three years from now there hopefully would be \$10 adjusted to today's dollar or something like that.

- Why would it take three years?
- Just because of all the different kinds of Α

conditions that are involved.

COMMISSIONER GARCIA: What are some?

are not good. We need to build a microwave so signals are improved, training a staff and all the things that go with it. The feeling on the part of some counsel, they don't want it. Don't bring tier or pay.

CHAIRMAN BURG: If you were deregulated that would not be a factor?

THE WITNESS: Then we could move forward and do those things, but it would take time.

BY MR. ATTAWAY:

Q You spoke in response to one question of counsel about the delay in achieving rate increases when you are regulated. Are you saying now that you also experience delay even when you are not regulated, marketplace delay in achieving rate increases due to the factors you've mentioned?

A The problems are different, but we still try to make good business decisions about how often to change rates and in what amount and whether it is necessary to try to create at least the image, atmosphere that we are bringing something new to the subscribers for the changed rate. We are more willing in unregulated to offer a new service and change the rate. You don't get into problems of having to do that the next time—trying to horse trade.

Q Is it correct that there are other factors other than regulations that influence when and how much you increase your rates?

A Yes.

Q Mr. Young, earlier in your testimony, you indicated that philosophically you were opposed to the regulation of cable televisions by state and local authority; is that correct?

A No. I said I thought City Council was a peer forum for regulations, and I did not really think television, cable was a utility like service. When you say am I opposed to regulation, are you talking about the rates?

Q Yes.

A I think the televison industry would have grown more rapidly and been further along than it is if rates were not regulated.

Q Is it not correct that in the overwhelming majority of the cases cable television does constitute a geographical monopoly?

A Geographical monopoly?

MR. FELDSTEIN: I object to that. That is asking something with an adverb in it. What is a monopoly? This is not a lawyer. That depends on competitive services, how you define a market and things of that nature. That would be a highly subjective answer since it is a highly subjective

question.

MR. ATTAWAY: I will rephrase the question.

BY MR. ATTAWAY:

Q Mr. Young, in the areas that you serve, do residents have available to them a competing cable television service?

A Only in very few instances.

Q So, in most cases, you are the only service within your franchise area offering cable television services?

A Yes.

Q But, you do not think that warrants rate regulation by the City Council?

A I guess I do not.

Q I'm sure you are aware of the purpose of this proceeding; are you not?

A I am.

Q The primary issue to be decided here is whether the Tribunal should adjust the compulsory license copyright payments upward to maintain a real constant dollar value of the royalty. I assume that you would oppose an upward adjustment of the rate; is that correct?

A I spend time opposing increases in franchise fees, any fee, particularly those that effect our gross revenue, yes.

Q Why is it that you would oppose the rate regulation of cable television where in most cases the consumer

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is not, does not have a competing service available? Yet, you are here today supporting the regulation of copyright owners? MR. FELDSTEIN: I object to that question. don't understand where that is leading. I think that is a "when did you stop beating your wife" question. MR. ATTAWAY: Madam Chairman, the witness did testify that he is opposed to regulation of cable television. If he is content to express that opinion, I think he is content to express why he favors the regulation of copyright owners. MR. FELDSTEIN: It is immaterial.

in fact sets the mechanism, sets the rate, provides for this proceeding. There it is. Here we are acting under that What the witness may think of what we are doing here today I think would be immaterial.

CHAIRMAN BURG: Mr. Attaway, could you rephrase that question? Perhaps the Chair won't have to make a ruling on it in that event.

> MR. ATTAWAY: I will try.

BY MR. ATTAWAY:

Mr. Young, what factor in the production and direction of the broadcast material which you use do you think justifies this Tribunal in refusing to adjust the rates upward as copyright owners have suggested?

> MR. FELDSTEIN: I renew my objection. I do not

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see any relevance of this question to the central question which is before this Tribunal. That is how much, if at all, to adjust the copyright royalty rate. This witness is an expert in cable television. He is not an expert in how much programming costs broadcasters or the motion picture distributors.

He is here to testify to the difficulties that he has had in obtaining rate increases for cable television systems, and how he structures his tiered services. That is all he has testified to.

CHAIRMAN BURG: I'm going to sustain the objection, Mr. Feldstein.

BY MR. ATTAWAY:

Q Mr. Young, I believe you testified that some of the regulatory authorities with jurisdiction over your systems have tied rate increases to the Consumer Price Index; is that correct?

A Five.

Q Are you aware or have any regulatory jurisdictions tied rate increases to any other index than the CPI?

A No.

Q I believe you testified that Connecticut is a state that imposes strict rate regulation on systems; is that correct?

A I don't recall saying that, but they do.

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1	Q	You have a system in Marion, Connecticut?			
2	А	Meriden.			
3	Q	Meriden?			
4	A	Yes.			
5	Q	Do you recall the rate?			
6	Α .	\$8.65.			
7	Q	85 cents?			
8	A	\$8.65.			
9	Q	How were you able to achieve a basic rate in			
10	Meriden, Com	necticut, subject to strict rate regulations			
11	that are significantly higher than your average overall				
12	rate of \$7.27?				
<i>•</i> 13	A	Well, that is interesting that you picked that			
14	one. It tell	ls the story of regulation in cable. Connecticut			
15	uses utility concept for the regulation of cable television				
16	rates, base rate of return, cost of money studies, all the				
17	things attendant to the classic utility regulation in cable				
18	television. I don't know what happened to telephone and				
19	industries when they were young, but applying this at the				
20	beginning of	an industry as Connecticut is at systems' start			
21	does not work	. At early years high rates are justified.			
22		The plants that are brand new, the expense is			
23	high. The ra	tes are high, based on the rate of return concept.			
23	As the system	gets old, you hypothetically would get down to the			
24 25	point where y	ou collect expenses and no profit under that			
25					

system. In Connecticut that new system started with a 30-channel operation. We felt in that market, 30 channels was a reasonable point to start at.

You can go into new markets and you can do that.

It will work. I believe that without competition, some of
the new franchise areas would be franchised at those rates.

When companies are hanging their hats on the future and
going with lower rates in new franchises, then the rates are
lower. Great risks I think are attached to that. Did I
answer?

Q Yes, sir. In fact, you led me right into the next question.

You testified that you think unregulated rates would approach 25 percent higher than your existing average which would be somewhere in the neighborhood of \$9 plus. The information I have available indicates that your bid for the Lexington, Kentucky system included a basic rate of \$6.25; is that correct?

A I don't recall. I said that Lexington, I thought, was a service of \$3.95. You have the information there. Was service below? If it was not, I'm wrong. \$6.25 was a rate for services without any broadcast signals.

Q The Kagan Newsletter, Cable Regulations Report that--

A Kagan does a good job of trying to collect a lot of

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I don't think it is a good source of information for proceeding on.

I will take a different tactic. In your recent bids for cable franchises, are you suggesting a basic able rate in the neighborhood of the \$9 plus rate that you think is justified in the marketplace?

- I'm proposing less than that consistently.
- Consistently less than that?
- Yes.

Is it correct to assume that whatever rate you are suggesting is a rate that would be profitable to you if you obtained the franchise?

Like all the companies are in a posture of saying over a period of time if new services develop as they expect and less dependent on broadcast television, yes. We can be profitable. I don't think anybody is proposing that the rate will not change.

Some cities demand rates stay for two years until construction is complete. Inherent in all of this is the anticipated changes in rates over the period of the franchise.

Are your systems subject to pay cable rate regulations?

We have had cities and states try. I am trying to recall if we had any case. I'm going to a town in Ohio where the City Council thinks that is the issue. I hope when

I finish it will not be the area. We believe FCC preempted that area.

Q Are any of your systems now subject to the regulations of pay cable rates?

A It would have to be a resident franchise that we have been successful in. Perhaps a small one in Boston. I don't recall. I don't believe so, and I'm not certain.

Q Mr. Young, you testified that in one system or one state, I don't recall, you requested a rate increase that would be a pass through for the copyright fees that you were paying. Was that a state or an individual system?

A It was Connecticut. We were invited by the state to request that.

Q You requested 19 cents per subscriber per month; is that correct?

A That is my recollection, yes.

Q Why did you request a 19 cent increase?

A In that system, that's the copyright payment.

I could be mixing up Meriden and Hartford; but, there are

two different numbers by three or four cents. One more import

in Meriden than Hartford. I don't recall the details.

Q Well, going back again to your average rate of \$7.27, 19 cents is a significantly higher percentage than your overall average copyright fee of somewhere in the neighborhood of 1.5 percent.



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I don't handle that are either. I get mixed up.

1 It is something like 20 cents a month--just a round-house 2 quess. Mr. Young, could you tell us or do you have the 3 information readily available to you what the basic rate 4 is for your system in Glendalin, Pennsylvania? 5 Glenolden? Α 6 Glenolden. 7 If I find the right list--. My records say 8 it is \$7, effective 8-1-78. 9 Lower than the overall average? Q 10 Yes. 11 What with Philadelphia? 12 Philadelphia, \$7. 13 And Reading? 14 It is \$5 currently. 15 Do you have any idea what percentage of your over-16 all revenue in those systems is attributable to pay cable? 17 No. 18 Is pay cable revenue more or less than basic 19 cable revenue? 20 It could be more if people subscribe to two 21 I doubt if it is more. We have both home pay services. 22 box office and show time. 23 Is pay cable penetration on those systems 24 greater than the pay cable penetration, the average pay cable 25 penetration on all of your systems?

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Q In Reading, Pennsylvania, which you said had a five dollar rate which is very low, why has the rate kept so low?

A It is a good example of the business decisions we are involved in. The franchise was recently renewed and we may raise the rate to \$7. ATC and we are overbidding each other and people in Reading can chose ATC service or our service. Our rates are higher than their rates. The combined rate is the same of about \$6.50. We have a marketing advantage presently over them.

Q You are subject to competition in Reading with another system?

A Yes.

Q You stated that you have achieved a balance between your basic rate and your pay rate in Reading to obtain a competitive advantage over ATC?

A A slight advantage in the rate for combined services, yes.

Q Do you frequently consider the level of your pay cable rate in determining the level of your basic cable rate?

A Do you look at total package pricing?

Q Yes.

A Yes.

Q Going back to the purpose of this proceeding which is to adjust the rate, the royalty rates, are you familiar with overall percentage increase that copyright owners have stated would be justified on the basis of the circumstances which existed as of April of this year?

A I'm not sure I understand the question. I am sure I don't know the answer.

Q Let me tell you. Although this is not our proposal to the Tribunal, we have stated that as of April of this year, we feel that the increase in the Consumer Price Index as compared with the percentage of increase in basic cable rates since 1976 would justify a 20 percent increase in the royalty rate.

Do you have any idea how that 20 percent increase in royalty rates, if it were placed into effect, would effect your copyright payments overall?

A No.

Q In either dollars, percentage terms?

A I don't handle copyright payments. I'm sorry.

I don't know what our copyright payments were last year.

Q Are you at all familiar with the operating costs of your system?

A Not in percentages. I deal in rate cases for specific systems, often taking a system apart and the franchise data so we can present financial information on the franchise.

I have run systems and understand them. Try me.

Q Okay. I will do that. Based on your experience, could you rank the top three or four or five major operating costs of running a cable television system in order of magnitude, starting with the highest?

A Frequently, but not always depreciation would be the highest cost. Next is going to be wages. If you include allocation of management services and all wages that might effect the operational systems, wages would probably more frequently be the highest number. That's the problem in talking about expenses. Two different companies do things differently.

Direct allocations or passing down regional costs and overhead charge. So, you need to have a chart of accounts to sit and talk about expenses. In general, the wages and depreciation. I don't know what would be third offhand.

- Q Would pole rental be a major cost?
- A Well, it is a significant cost, but I don't think a major cost.
- Q Are copyright fees a signfileant cost?

 MR. FELDSTEIN: I object. I'm not sure in addition to not having a system of accounts to guide us. This reminds me of the size of olives. What is colossal or humongous? What is significant? I'm not comfortable with

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the way it is being asked.

THE WITNESS: If I might defend myself?

MR. FELDSTEIN: Wait.

MR. ATTAWAY: Madam Chairman, I was using terminology the witness suggested. He briefly stated that pole rental was a significant cost, but not a major cost.

Using his terminology, I would like to find out what copyright payments are.

COMMISSIONER BRENNAN: Hasn't he responded to that question previously? The question was asked. I'm not sure of the answer. But, the question was asked.

THE WITNESS: I said I did not know.

MR. ATTAWAY: I believe my question was in relation to the total copyright payment made by his systems.

MR. FELDSTEIN: Couldn't the question be asked?

Not asking counsel's questions for him. But, does he want

to know whether one expense is greater or lesser than another?

MR. ATTAWAY: I would be glad to rephrase my question in that manner.

BY MR. ATTAWAY:

Q Do you know if your copyright payments are greater or lesser than the other expenses you have listed which I believe weren't salaries to personnel, pole rentals?

- A I did not mention interest.
- Q Depreciation?

A Depreciation and wages were the ones I identified.

O Let me throw interest in as well.

A Well, I'm trying to think if interest for us is not a major cost. Time systems equity -- Time as a corporation is not heavily leveraged. All I can say is copyright and pole rent are less than either depreciation or wage. I don't know whether pole rent is more or less than copyright.

MR. ATTAWAY: That concludes my questions.

Thank you, Mr. Young.

Madam Chairman, the witness speaks about the 12 systems that were unregulated. He was unable to quickly give us a list of those systems. Could I ask that the witness at some subsequent time provide that list of 12 systems for the record?

CHAIRMAN BURG: Yes, indeed. Would you do that, sir?

THE WITNESS: Promptly.

CHAIRMAN BURG: Mr. Feldstein, before you commence your redirect, Mr. Young, the other day I asked a witness, in trying to get a feel for how many staff people you have in your various operations, and I know it varies from one to another, but is there some rule of thumb in terms of how many staffers it would take for X number of customers or subscribers?

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THE WITNESS: We have used for some years a technique of measuring subscribers versus local operating employees, the office staff technical people, not including regional offices or headquarters personnel. We try to keep our systems in the rank of about 1,000 subscribers per That means to turn it around and give everyday terms, a system of 5,000 people should probably be supported by two people in the office, three office staff and a small part of a system manager who would run that and several other systems of that size. That is the typical--. We have a number of situations where a system manager travels. He spends the afternoon in one system and one in another in the afternoon five miles down the road.

CHAIRMAN BURG: Thank you.

REDIRECT EXAMINATION

BY MR. FELDSTEIN:

Q Mr. Young, you testified in response to a question by Commissioner Brennan that your personnel costs have been and will in the future be increasing. Is a significant part of that—. Mr. Ross reminds me I should not use the word "significant" since I objected to it. Can this increase in your personnel cost be attributed to a rapid expansion in the amount, quality and kind of personnel that you need? That is, in terms of the growth of your number of systems and the type of things you are doing.

A The business is changing and demands a different				
person today than it did five years ago.				
Q We are talking about quality and quantity?				
A I think more quality than quantity.				
Q For example, how many systems did you have in				
1976?				
A I couldn'twe've talked about the combination				
of CPI andI don't know the answer to that.				
Q You have testified that a significant, at least,				
increase in the number of subscribers?				
A Yes.				
Q I would presume there would be an increase in				
the number of systems as a general matter?				
A Well, I think yes. We do try to consolidate				
offices and systems, franchises get a little garbled. We				
call a system an opérating function. They are our people.				
They answer the phone and serve subscribers and often a				
handful of franchises.				
MR. FELDSTEIN: No more questions.				
CHAIRMAN BURG: I will not set a date for the				
rebuttal period this morning. I do wish to set a date of				
October 20th, which will be a Monday, two weeks from today				
for the parties to submit a list of witnesses for rebuttal.				
MR. ATTAWAY: Madam Chairman, you used the				
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plural, parties.				

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CHAIRMAN BURG: Witness or witnesses.

MR. ATTAWAY: Are you saying NCTA will be allowed to present a rebuttal witness?

CHAIRMAN BURG: Yes.

MR. ATTAWAY: Madam Chairman, it has been my very distinct feeling that there last five witnesses were rebuttal witnesses in that their testimony included rebuttal of the case that MPAA or--excuse me--the copyright owners presented previously.

MR. FELDSTEIN: Madam Chairman, insofar as we have been able to rebut certain points with the witnesses scheduled, we have done so; thus, saving everyone time and effort in rebutting. There were certain other points made by the witnesses for the copyright owners we could not rebut using the witness list which was changed; and thus, needed to be rebutted in our view.

CHAIRMAN BURG: I repeat, Monday, October 20th, I would like each party to submit a list of witnesses or witness for a rebuttal period. At a subsequent time, I will notify you as to the date of rebuttal itself.

MR. GARRETT: It presents a disadvantage with the person who goes first. This disadvantage was experienced by the copyright owners. I wonder during the rebuttal if we could have the same opportunity to have an opportunity to go second, so we can hear what they say first.

CHAIRMAN BURG: We will take that under advisement.

MR. ZELENKO: Music will join in that request, or

at least ASCAP.

COMMISSIONER BRENNAN: Madam Chairman, if this body decides to adopt any adjustment of cable royalties, it may have some impact on the form of the Copyright Office and the operating procedures of the office. I therefore propose that the Chairman be authorized to request the Office to review this record and to give us at an early date their technical recommendations concerning the impact of various proposals upon the operations of the office.

CHAIRMAN BURG: So ordered.

That's it. We will conclude this phase of the hearings. We will be in touch with the parties with respect to that date.

Thank you, Mr. Young for coming back.

(Whereupon, the hearing was concluded at 11:33 a.m.)

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